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ABSTRACT

This paper presents a synthesis of a national literature search on community climate and quality of life. Its primary focus is on community development as it affects people, i.e., their relationships and interactions with each other and with institutions. The document addresses five major topics: Section I provides definitions of terms and concepts used to discuss positive climate and quality of life. Section II reviews factors associated with positive community climates, including categories of behavior which contribute to a positive climate, current values and priorities, predictions of future changes, population forecasts, and leisure time. Section III provides a definition of quality of life and summarizes research concerning social indicators (factors such as culture, education, health, and legal justice), which are used to measure quality of life. Section IV explores the concept of a responsive community, primarily in terms of citizen participation, and describes four kinds of citizen participation programs: councils, special task forces, independent community groups, and voluntary neighborhood groups. Section V presents suggestions for creating a more positive community climate, and reviews operating community programs which illustrate the use of these suggestions.
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CONSIDERATION FOR ESTABLISHING

A

POSITIVE COMMUNITY CLIMATE

Prepared by: Leslie Crohn

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SECTION I:

Abstract

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Definitions of Terms/Concepts

ABSTRACT

A community is a united body of individuals having common interests and living in a particular area. Climate is the prevailing mood or environmental conditions that characterize that group or period. Stated in another way, climate is the milieu of a particular group of individuals. In communities where there is vigorous community life, there is also a spirit of local pride, and a network of interpersonal relationships. This type of climate is called positive, since it makes it possible for the people who live in that community to act with unity and purpose. Cooperation becomes the rule and there is an air of civic vitality. Most important, there is open access to shared decision-making, acceptance of differences, opportunities for healthy debate and a spirit of active friendship, mutual respect and internal cohesiveness. A positive community climate, then, makes it possible for all citizens to feel and to be important.

A positive community climate is intangible and therefore, difficult to define and more difficult to measure. But it is this quality of social life, i.e., quality of life, that is the single most important factor in making democracy real.

The challenge is to reawaken our community to those values which are a part of our national heritage--values such as human kindness and understanding, neighborliness, community consciousness, and civic competence. Collectively, these values are expressed in the climate and quality of life of any community.

This paper is a synthesis of a national literature search on community climate and quality of life. The paper is concerned primarily with

community development as it affects people--their relationships and interactions with each other and with their institutions.

Community development is presented as a multi-level approach to civic organization and action carried out by all citizens and resulting in civic spirit, social cohesion and group solidarity. It is a democratic process of community self-discovery and problem-solving which deals with all aspects of community life, recognizing that all these functions are closely interwoven and integral parts of the whole.

Five major topics are addressed:

I. Definitions of Terms/Concepts
II. What is a Community Climate?
III. What is Quality of Life?
IV. What is a Responsive Community?
V. What are some National Attempts to Improve Quality of Life?

As planners and leaders of this project, we must know how to improve the way we live and how to devise new ways to improve the quality of our lives and of our community. We need to help our citizens see that it is important for them to join us in our efforts. In preparing for this development project, we need to give careful attention to the importance of providing opportunities for all citizens, groups and existing organizations to become involved. We need to create easily accessible roles for all interested persons, making sure each individual has a personal stake in the success of our efforts. Most important, we must set up the project so it will provide a definite means through which citizens can discover for themselves the nature and causes of community problems and how they can personally help to correct and change those situations.

To become effective role models for this project, we must maintain and foster our perspective, our vision, and our commitment. Knowledge is critical, of course, but more important will be our sense of adventure and humanity.

DEFINITIONS OF TERMS/CONCEPTS

The following definitions of concepts are those which frequently occur when discussing quality of life and positive climate. They are to be viewed as working definitions and it is likely that they will be changed as needs arise. In some instances, the shift may be toward greater specificity as measurement processes become more refined. In other instances, the shift may be toward greater generality or even toward new definitions. For the purposes of this paper, however, these are the definitions as applied to quality of life and positive climate concepts:

Culture--patterns of behavior, both implicit and explicit, acquired and communicated through symbols which form the basis for achievement by human groups. These achievements include objects, traditions, ideas, morals and issues.

Goal--that which an individual or group hopes to achieve through some action that will result in a sense of satisfaction.

Lifestyle--the major characteristics of a person's living habits which reflect primarily how life is lived. These elements include a person's needs, values and beliefs.

Need--that which is necessary for physical well-being.

Social class--all those persons within a segment of society or community who have approximately the same amounts of income, wealth, power or prestige at their disposal and who tend to hold the same needs, values, hopes, and aspirations. Interactions with others from different societal strata are perceived through status differences, as for example, feelings of superiority or inferiority.

Society--a self-perpetuating group of human beings of both sexes and all ages who are bound together through the possession of common institutions and cultural habits.

Value--cultural standards that guide and control an individual's attitudes and behavior by helping that individual select goals that satisfy personal needs and are in accordance with the expectations of others.

Community--a united body of individuals having common interests and living in a particular area.

District--an area, region or section with distinguishing character.

Quality of Life--the collective preferences of social individuals at any given time or place which include the essential elements of life seen as basic human and social needs and wants.

Positive Community Climate--one that contributes to both productivity and gratification. Citizens are pleased and satisfied with their individual roles within the community environment--they are proud to work and interact productively.

Climate--the prevailing mood or environmental conditions that characterize a group or period.

Social Indicators--all forms of evidence that allow us to assess where we stand and where we are going with respect to our values and goals.

Leisure--time free from obligations of paid work, household and family maintenance, personal care and sleep.

Citizen Participation--involvement and contribution to any community activity by persons within that community.

Five Stages of Needs--*Maslow's "need hierarchy"--the five stages through which society evolves:

Level I - Survival
The first phase of a society's evolution is the struggle to stay alive--the need to secure food, drink, sleep, warmth. Scarcity and extreme poverty characterize this stage. Individuals in a society who fall into this category include primitive man, social outcasts, severe defectives and prisoners in POW camps. The common bond uniting these groups is survival--little else matters.

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*Maslow, A. H., Motivation and Personality. Harper, 1954.

Level 2 - Security

The second phase of a society's evolution is the motivation for security, safety and protection. The primary interest is safety from animals, people, natural or economic catastrophes. Individuals who live within this socioeconomic environment include minorities, the poor, subsistence farmers and persons with small businesses. The bond uniting these groups is the need to maintain the status quo--the need to seek the familiar and maintain safety and security.

Level 3 - Belongingness

The third phase of a society's evolution is the desire people possess to belong to something larger than themselves--the need to conform. The opinion of others is critical to those at this level of social activity.

Level 4 - Esteem

The fourth stage of a society's evolution includes individuals who are motivated by achievement and materialism. This social status symbolizes "keeping up with the Joneses." Persons in this category want to acquire possessions as well as have others think highly of them.

Level 5 - Growth or Self-Actualization

The last stage of a society's evolution focuses on living up to one's full potential. Individuals at this level are motivated by ends, not means. They are willing to lead or follow, whichever is necessary for the accomplishment of goals. This category includes people who possess social awareness, are convinced the world can be a better place and who look toward the future with a world view.

SECTION II:

What Is A Community Climate?

WHAT IS A COMMUNITY CLIMATE?

In reviewing the research for factors or indicators of a positive community climate, it became apparent that there would be no uniform agreement. It is an expression of how citizens as a whole view their environment; it is a feeling citizens have as a body of people in which diverse attitudes, interests, aspirations, hopes, fears, and internal pressures all contribute to a special quality or flavor of their community and set that community apart from others. All these aspects--social, economic, cultural and political--serve as a powerful influence on the direction a community is moving and greatly affect how citizens feel about their way of life.

Though agreement regarding what actually constitutes community climate could not be found, there did seem to be some basic agreement as to the categories which contribute to a positive community climate and therefore affect one's perception about his or her quality of life.

These broad categories contribute to both productivity and gratification. When present in a community, citizens tend to be pleased and satisfied with their individual roles within the community environment. They are proud to work and interact productively.

Those categories of behavior which occurred most frequently in the research as contributing to the establishment of positive community climates are the following:

Pride in Oneself and the Community, including

- respect
- self-esteem
- self-consequence
- dignity
- trust
- improvement of community goals
- acceptance of responsibility

Safety, Security and Stability Within the Community, including

- concern for each other
- receptiveness to diverse views
- honesty, fairness, openness among citizens
- neighbors watching out for one another

Personal Growth, including

- financial support and use of facilities from businesses
- leisure time opportunities and appropriate facilities available
- educational opportunities for active learning for all citizens
- religious programs
- organizations representing racial and ethnic group interests
- varied learning environments

Community Efforts to Work Together, including

- citizens encouraged to speak out about and commit time to community interests
- citizens encouraged to help solve problems--involvement in decision making
- community groups and agencies working together to provide services and solve problems
- large numbers of active voters
- effective community-wide communication systems
- sharing (perspectives, idea attitudes, biases, values, feelings)
- varied reward systems for working together

Other information yielded by the research has to do with specific factors of community climate and their effect on human behavior. For example, the economic component of community climate has been found to have a direct influence on delinquent behavior.

Throughout the literature, juvenile delinquency was found to be the product of four factors:

1) Peer group pressure
2) Family influence
3) Social class position
*4) Pressures emerging from the external community in which families, peer groups and individual adolescents all function.

Of these factors, external community pressure is most critical. For example, conditions like widespread poverty, high unemployment or a high crime rate contribute to a low level of collective well-being and tend to demoralize a community.

Several studies have found that violent acts and criminal delinquency are positively correlated with community poverty and negatively correlated with the socioeconomic position of one's family. It was also evident from the studies that the types of behavior correlated with the economic variables are different from the types of behavior related to family variables. Influence from the external economic environment appears to affect "hard" delinquency. Influence from the family appears to affect "soft" delinquency.

The family and peer group have their strongest effects on less serious violative acts, such as status violations, drug use and property offenses. Less serious forms of delinquent behavior among adolescents is linked to the qualtiy of one's attachments either at home or with peers. More aggressive or "hardcore" delinquency is linked to economic deprivation and to a hostile social environment.

Therefore, in assessing a hard delinquency problem within a community it is more important to know about the economic circumstances of the family and the community than to know about the family structure. The

critical findings of studies regarding juvenile delinquency suggest that what happens to young people outside the home and within the community have a greater influence on serious delinquent behavior than what happens to young people within the structure of the family.

In planning for a climate change in any community, it's necessary to understand how people feel now and how they feel about their future. It's important to consider the values and goals people have for themselves and for their families. To reach this end, a review was done using the latest studies in the following areas:

1) People's values and priorities today
2) The changes futurists predict in the coming decades
3) How young people view their individual roles now and their roles in adult life
4) Population forecasts for growth and distribution
5) How leisure time affects life now and in the future

People's Values and Priorities Today

An analysis of polls taken over the past twenty-five years regarding the values and priorities of the American people gives us interesting information. The data indicate how the American public feels as well as what their hopes and aspirations are. The polls reveal that for the majority of Americans:

> There is wider cynicism and distrust of local, state and federal government.
>
> There is less optimism regarding the future. A better standard of living is the top priority. The number one goal is owning a house. Vacation and travel are high priority items.

It would not take much in additional income to make them happy:

Analysis of polls from the 70's

- $10 a week for 10% of the population
- $10-30 a week for nearly 40% of the population
- $30-50 a week for nearly 30% of the population
- $50 or more a week for nearly 20% of the population

There is greater hope for peace in the world.

The new fears since the 1960s are inflation, drugs and pollution.

There is a decrease in the fear of war, but an increase in the fear of national unrest.

There is less importance placed on achieving "the American dream."

There is a shift from being concerned primarily with personal problems to ones of greater social impact.

Changes Futurists Predict

Other data for our information that may be important to consider in planning for the improvement of community climate are those regarding futurists' forecast. An analysis of these data reveals that futurists expect these changes by 1990.

The house will become more of a workplace. Communications centers will provide the comforts of an "electronic hearth." These centers will have the capabilities of regulating energy, alerting police and fire departments, monitoring the vital signs of sick family members, providing home entertainment, providing inhouse education for children and adults, thereby increasing learning at one's pace, and so on.

The house will contain types of indoor hydroponic gardens for the growing of fruits and vegetables year long.

The house will be smaller, but will contain movable modular walls and fold-up furniture to increase space.

Bathrooms will be more lavish. They will be places for relaxing and be equipped with exercise equipment, saunas, hot tubs, skylights and other amenities.

Robotics will be advanced and in place. People will be able to purchase lawn mowers or vacuum cleaners, for example, that can be programmed to follow pre-set paths.

Families will re-knit. There will be greater emphasis put on the family unit. However, family units will take many forms and not consist solely of married couples with their children.

There will be greater emphasis on personal interests, pleasures and relaxation than on wealth and careers.

There will be a shift in work values. Greater numbers of "information" workers such as stock-brokers and accountants will work at home with computer terminals.

And finally, futurists say that a good part of the future's tasks will be the revising of past decisions that altered this country's educational politics and social policies.

How Young People Feel

It is also helpful in planning for community change to understand the feelings of today's youth. Research findings indicate that today the majority of young people:

Show less interest in becoming rebellious. Likewise, they have less interest in becoming involved in radical issues.

Expect their lives to be fulfilling.

Look forward to challenging jobs, better health, more leisure time and closer relationships.

Consider family life important. Indeed, one study revealed that for four out of five persons, a good marriage and family life was top priority.

Expect to marry later--in the late 20's or during the 30's.

Expect to stay married for life to the same person.

Take it for granted that both spouses will work and husbands will have an equal share in household chores and childrearing responsibilities.

Expect to have two children.

Expect that for women who want children and a career, the women will work at least part time.

Feel it is very important to live close to parents and relatives.

Agree with their parent's values as well as what parents say they should do with their own lives.

Expect to live in multi-person households (house-sharing).

Believe religion is important, but don't attend church regularly.

Believe in worshipping in nontraditional ways.

Believe satisfaction with a job is more important than money.

Want more time spent away from a job.

Population Forecasts

Planners of community change will also have to take into account the forecasts for population growth and distribution:

Growth in our communities will speed up. The population will expand by about 21 million in the coming decade or 3 million more than in the 1970s. By 1990, the country will have an estimated 242 million people.

The biggest increase will be in older, more affluent age brackets. Four fifths of the population growth will be in persons in their 30s and 40s. Most of the rest will be in the age 60-and-older group.

Oregon will increase its 1980 population of 2,500,000 by 20.6% by 1990. The population will then rise to 3,040,000.

Of the 50 biggest metropolitan areas in 1990, Portland, Oregon ranks #31. The population will rise from 1,168,000 (1980) to 1,355,000 (1990) for an increase of 16.0%.

Other key population forecasts that give us information about future change are the following:

Age--the nation will grow older on the average. This means a shift for business and politics which will have to address themselves to a more mature audience.

Births--the number will increase, but the birth rate will not. Black Americans will increase in proportion to white Americans. Asians will double their numbers.

Teenagers--their numbers will decline which will result in less crime, but fewer military volunteers.

Leisure

And finally, the study of leisure is integral to the evaluation of community climate and quality of life. Although, unlike many other areas of social concern for which historical data are abundant, indicators of culture, leisure and time use are relatively new and fairly scarce. Once again, there are no widely accepted sets of measures, due primarily to lack of agreement on how best to define such key terms as culture, art, leisure, recreation and free time. Leisure time, for purposes of this paper, includes time periods not spent at paid work, household and family maintenance, personal care or sleep. Such time is, therefore, free time, because it is free from those other responsibilities. There has been a steady increase in free time by all Americans--including all races, ages and occupations and by both sexes. However, one group had

the biggest jump in amount of leisure time available--the 18 to 25 age group. Reasons for this include less time devoted to family care and household maintenance. The 18 to 25 group is less likely to spend time in meal preparation, and there is less likelihood of dependent children or elderly persons being present in the home.

In addition to greater amounts of leisure time available, over half of those who reported in one research study indicated there was a great deal of satisfaction with activities not related to work, in other words, activities such as hobbies and sports.

There is little agreement about ways to classify various types of leisure activities. However, the following categories seem to be most broadly accepted:

Passive Leisure--includes television and motion picture viewing

Active Leisure--includes most sports, camping and other physical pursuits

Art and Craft Activities--includes painting, drawing, collecting stamps, coins and other non-physical hobbies

Arts Participation--includes involvement with any professional art activity, such as concerts museums and little theater groups

Folk Life--includes involvement with ethnic communal activities

Informal Social Life--includes parties, evenings of conversation, neighborhood picnics and other such events

Organized Social Participation--includes involvement with religious activities, political groups, civic and fraternal organizations and other types of participation

Of all categories, television viewing has received the greatest amount of research attention and absorbs the greatest amount of free time.

In summary, the research tells us that in preparing for any development program to improve the climate of a community, it is necessary to think about its basic structure: its physical and social composition. The community functions as a single entity. It is a complex pattern of social characteristics which are interwoven into a large maze of human activity.

In this respect, community climate is tightly allied with quality of life. The two concepts are used synonymously throughout the literature, and the improvement of either one necessitates a clear understanding of their unique relationship.

SECTION III:

What Is Quality of Life?

WHAT IS QUALITY OF LIFE?

The term "quality of life" has become a currently fashionable concept. It is found in the vocabulary of politicians, social reformers and the average citizen. However, there does not seem to be a precise definition. In the past, statistics on the gross national product and international comparisons of per capita GNP have received great attention as a means for measuring quality of life. Recently, however, these same statistics are being increasingly criticized because they do not reflect a true picture of national welfare. They cannot tell us much about the standard of living or the quality of life. GNP statistics, quite simply, cannot tell us how happy people really are. There is a growing trend toward looking at social factors beyond economic ones--to look at the dividing line between economic and noneconomic events, and between what is considered "productive" and "non-productive." The trend involves looking at the differences between individual and social goods; individual goods being those things available through free consumer choice and social goods being those things not owned by individuals but which are part of the overall environment. Examples of social goods include education, parks, recreation services and flood control. These goods are not available to individual consumers yet serve to contribute to the general welfare and well-being of all citizens.

Therefore, the concept of quality of life has come to be some undefinable measure of society's need to improve its condition, or at the very least, not allow a further deterioration of that condition. In spite of the difficulty in defining the concept, it generally represents a yearning

of people for something that they feel they have lost or are in the process of losing, or have been denied or something which they wish to achieve or accomplish. As such, quality of life is a very personal expression of an individual's perception of his or her well-being. It is an expression of the things and circumstances which make an individual happy. The problems in defining this obscure and abstract concept are many.

One problem is that most people who talk about quality of life do so in non-measurable terms such as love, affection, status, happiness and other subjective feelings. As of yet, we do not have the tools to precisely measure work satisfaction or set a value on leisure time. We cannot accurately relate work to leisure and growth to non-growth and subsequently, relate it all to the environment and the community climate.

A second problem is that individuals, organizations, agencies and groups all have diverse views as to what accounts for human well-being. People will usually view the human condition in terms of their own community roles. For example, individuals may respond as a parent, a citizen, a community professional, an ethnic group member and so on. Likewise, each individual will make different decisions about what will improve his or her well-being in any given situation.

A third problem is that people of different life styles will view the concept of quality of life in diversified and disparate ways. For example, young people, the elderly, middle-class Americans, racial minorities, women, men and other groups will approach the concept differently. Additionally, people from various academic and cultural backgrounds will bring unique interpretations to the term.

Generally, quality of life is used in combination with other modifiers such as "good," "bad," or "average The greatest problem exists when we talk about "the quality of life." In this case, the term is used synonymously with concepts such as the good life, standard of living, social well-being, lifestyles, general welfare and community climate.

The complications arise because concepts vary with historical time, geographical location, social norms and individual preferences. However, for purposes of this paper and to expedite and facilitate future discussions, we will define quality of life as the collective preferences of social individuals at any given time or place which includes the essential elements of life seen as basic human and social needs and wants. In this light, quality of life measures are referred to as "social indicators." Social indicators then become the evidence that allows us to assess where we stand and where we are going with respect to our values and goals. Therefore, a social indicator is a partial measure of quality of life. It is a measure of social condition or some aspect of social welfare bearing on the quality of life or individuals who constitute a defined community. The measure is usually embedded in a time series. It gives information about the present as well as the immediate or long-term past status of the social condition being measured. In this way, the consumers of the information may get a clear picture of whether that condition is improving, getting worse or remaining unchanged. Table 1 shows examples of quality of life categories and associated indicators.

> There are good reasons why we need to employ social indicators to help us describe the quality of life. These include:

Table 1

EXAMPLES OF QUALITY OF LIFE CATEGORIES AND ASSOCIATED INDICATORS

Category	Indicators
Unemployment	% of labor force unemployed
Poverty	% of households with less than $_____ per year
Income	*Per capita money income adjusted for cost of living differences
Housing	Cost of housing a moderate income family of four
Health	Infant deaths per 1,000 live births
Mental Health	Reported suicides per 100,000 population
Public Order	Reported robberies per 100,000 population
Racial Equality	Ratio between nonwhite and white unemployment rates
Community Concern	*Per capita contributions to United Fund appeal
Citizen Participation	*% voting age population that voted in recent presidential elections
Educational Attainment	*Median school year completed by adults
Transportation	Cost of transportation for moderate income family of four
Air Quality	Average yearly concentrations of three air pollution components, and change in the concentration of suspended particles
Social Disintegration	Estimated number of drug addicts per 100,000 population

*An increase in the absolute values of these indicators is assumed to represent an improvement in the quality of life. For all others, the reverse is true.

The need to improve current descriptive reporting on the state of society

The need to pay more attention to the analysis of social trends and social change in light of a rapidly changing society

The need to find more effective ways to assess the current performance of society

The need to find ways to more accurately anticipate future social directions

Though there is disagreement about the specific variables used as objective "quality of life" indicators, there is considerable agreement on the broad categories from which the variables should be drawn. These broad categories include: 1) Economics--income, wealth and employment; 2) Environmental conditions--(especially housing); 3) Social concerns--health (both physical and mental), education, social disorganization (crime, social pathologies such as alcoholism, drug addiction, etc.), and alienation and participation.

For analytical reasons, it is helpful for us to summarize the research on what constitutes social indicators.

Harland* proposes social indicators in at least twelve areas, which he calls "social domains":

culture	environment	public safety
economics	health	recreation
education	housing	social security
employment	legal justice	transportation

This list was derived from the prior work of others who had wrestled with the problem of giving some definition to the major social domains for which social indicators might be developed.

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*Douglas G. Harland, "Social Indicators in a Futures Context," unpublished paper given to the Ottowa, Canada, Futures Society, November 25, 1971, pp. 1-2.

A different study categorized quality of life indicators by areas of human development. In 1975 Flanagan and Russ-Eft* systematically developed a set of components based on the factors that a diverse sample of persons recalled as having contributed either positively or negatively to their quality of life. The numbers in parentheses in the following categories are the percentages of 30-year olds who considered the component to be important or very important to their quality of life. Responses were collected from over 2,800 persons of varied backgrounds across the country.

Components comprising quality of life, categorized by areas of human development:

PHYSICAL AND MENTAL HEALTH DEVELOPMENT

A. Health and personal safety (98%)
Enjoying freedom from sickness, possessing physical and mental fitness, avoiding accidents and other health hazards. Problems related to alcohol, drugs, death, and aging are also included. Effective treatment of health problems is a large component.

B. Personal understanding and planning (88%)
Developing and gaining orientation, purpose, and guiding principles for one's life. This may involve becoming more mature, gaining insight into and acceptance of one's assets and limitations, experiencing and awareness of personal growth and development, and realizing the ability to influence the course of one's life significantly. It also includes making decisions and planning life activities and roles. For some people, a major component arises from religious or spiritual experiences or activities.

*Flanagan, J.C., and Russ-Eft, D.F. An Empirical Study to Aid in Formulating Educational Goals. Palo Alto, California: American Institutes for Research, 1975.

INTERPERSONAL DEVELOPMENT

C. Relations with parents, siblings, or other relatives (76%)
Having parents, siblings, or other relatives. In these relationships, one experiences communicating with or doing things with them, visiting, enjoying, sharing, understanding, being helped by, and helping them. The feeling of belonging and having someone to discuss things with is a large component.

D. Relations with friends (75%)
Having close friends. In these relationships one shares activities, interests and views. Important aspects of these relationships involve being accepted, visiting, giving and receiving help, love, trust, support and guidance.

E. Relations with spouse (girlfriend or boyfriend) (92%)
Being married or having a girlfriend or boyfriend. The relationship involves love, companionship, sexual satisfaction, understanding, communication, appreciation, devotion, and contentment.

F. Socializing (51%)
Entertaining at home or elsewhere, attending parties or other social gatherings, meeting new people, participation in socializing organizations and clubs.

G. Having and raising children (88%)
Having children and becoming a parent. This relationship involves watching their development, spending time with them and enjoying them. Also included are things like molding, guiding, helping, appreciating, and learning from them.

INTELLECTUAL AND CREATIVE DEVELOPMENT

H. Intellectual development (84%)
Learning, attending school, acquiring desired knowledge and mental abilities, graduating, and problem solving. Other aspects involve improving understanding, comprehension or appreciation in an intellectual area through activities in or out of school.

I. Creativity and personal expression (50%)
Showing ingenuity, originality, imagination in music, art, writing, handicrafts, drama, photography, practical or scientific matters, or everyday activities. This also includes expressing oneself through a collection, a personal project, or an accomplishment or achievement.

J. Passive and observational recreational activities (55%)
Participating in various kinds of passive recreation, such as watching television, listening to music, reading, going to movies, and going to entertainment or sports events. It also involves appreciating the art and beauty in many aspects of life.

K. Active and participatory recreational activities (55%)
Participating in various kinds of active recreation, such as sports, hunting, fishing, boating, camping, vacation travel, and sightseeing. This may also involve such activities as playing sedentary or active games, singing, playing an instrument, dancing or acting.

CAREER DEVELOPMENT

L. Occupational role (job) (90%)
Having interesting, challenging, rewarding, worthwhile work in a job or home. This includes doing well, using one's abilities, learning and producing, obtaining recognition, and accomplishing on the job.

M. Material well-being and financial security (78%)
Having good food, home, possessions, comforts, and expectations of these for the future. Money and financial security are typically important factors. For most people filling these needs is primarily related to their efforts or those of their spouse.

CIVIC DEVELOPMENT

N. Activities relating to local and national governments (45%)
Keeping informed through the media; participating by voting and other communications; having and appreciating one's political,

social and religious freedom. One component of this includes having living conditions affected by regulations, laws, procedures, and policies of governing agencies and the individuals and groups that influence and operate them.

O. Activities related to helping or encouraging other people (64%)
Helping or encouraging adults or children (other than relatives or close friends). This can be done through one's efforts as an individual or as a member of some organization, such as a church, club, or volunteer group, that works for the benefit of other people.

Prior to that study, Flanagan looked at neighborhood quality of life indicators in 1974. In that study, he uncovered five major areas of concern:

1) Environmental and physical conditions

2) Economic conditions

3) Facilities and services

4) Political conditions

5) Personal characteristics and interpersonal relationships

Components comprising neighborhood quality of life:

ENVIRONMENTAL AND PHYSICAL CONDITIONS

A. Natural beauty and natural phenomena
Having and enjoying the natural beauty of an area and being in close proximity to scenic areas. This includes experiencing certain natural phenomena, but being free of the destructive aspects of these phenomena.

B. Air and noise quality
Being free of air and noise pollution. Both can arise from automobile traffic as well as from other conditions in the neighborhood.

C. Population and traffic density
Enjoying freedom from crowded conditions

in terms of housing, people, and traffic. Such conditions enable residents to walk or drive through the neighborhood without experiencing congestion on the sidewalks or streets. Also, children and animals are in less danger from a traffic accident.

D. Landscape character and maintenance
Having and enjoying pleasant and attractive landscaping in the area. This can include the planting of trees and other greenery throughout the neighborhood. In some areas, it includes the maintenance of neat appearance in yards.

E. Architectural character and maintenance
Having and enjoying attractive architectural features in the area. This includes needed maintenance and renovation of existing structures as well as the development of additional homes or buildings that enhance the visual character of the area.

ECONOMIC CONDITIONS

F. Housing costs and property values
Having property values that continue to increase. Neighbors' and personal efforts in maintenance and repair of property can contribute to this increase. Such a situation can, however, limit the amount of available low-cost housing.

G. Employment and job opportunities
Having employment and job opportunities available. This can include the establishment of a local business or industry that provides additional jobs.

FACILITIES AND SERVICES

H. Business and commercial facilities and services
Enjoying the availability and easy accessibility of needed business and commercial facilities and services. These include shopping areas offering a variety of services such as grocery stores, bakeries, restaurants, drugstores and banks.

I. Educational facilities and services
Enjoying the availability and easy accessibility of educational facilities, such as day care centers and community colleges as

well as elementary and secondary schools. An important aspect involves the quality of the education being provided.

J. Recreational, cultural, and social-service facilities and programs
Enjoying the availability and easy accessibility of a variety of recreational, cultural, and social-service facilities and services. These include such facilities as parks, recreation or community centers, tennis courts, and swimming pools, and half-way houses, as well as recreation or community programs and cultural events.

K. Public and civic services
Having and enjoying a variety of public and civic services. These include such things as police and fire protection, public transportation services, maintenance and repair of streets, installation of street lights and traffic signs and signals, and the development and enforcement of animal control laws.

POLITICAL CONDITIONS

L. Citizen participation in local desision-making
Having the participation of neighborhood residents in community decisionmaking, particularly regarding conditions within the neighborhood. This can include efforts at organizing residents of the neighborhood to express their opinions in petitions or at meetings concerning local decisions. These decisions may involve changes in zoning laws, disposition of schools, and placement of freeways.

PERSONAL CHARACTERISTICS AND INTERPERSONAL RELATIONSHIPS

M. Socializing and interpersonal relationships
Making friends with and establishing close relationships with neighbors. Included are such activities as individual or neighborhood social gatherings and parties. Some components also involve consideration for neighbors' welfare, privacy, and property.

N. Mutual assistance
Giving or receiving assistance in times of crisis, family or personal illness, and times of loneliness. This includes help with one's

yard or home improvements, as well as caring for personal property during one's absence. Included are organized efforts by a group of neighbors.

O. Involvement in neighborhood or community improvement
Participating in activities to improve the neighborhood or community. These can include clean-up projects and fund-raising events, done on an individual or group basis.

P. Ethnic, racial, economic and social character
Having and enjoying a certain ethnic, racial, economic, and social character in the neighborhood. Included are concerns with the stability or change of this character and its effect on the residents of the neighborhood.

Q. Freedom from criminal harm
Enjoying freedom from criminal harm as in burglary, assault, and vandalism. Included is freedom from fear of such harm.

Still another study gives us more information about the wide range of quality of life indicators. Katzner and Russo (1977) in Occupational Preferences and the Quality of Life, gave five subjects 13 characteristics in different random order. The subjects were asked to choose the five they thought most important in determining quality of life. The five subjects were male students in economics who served as experimental subjects in quality of life exercises for a period of nine weeks. They ranged in age between 24 and 32 years. The findings of Katzner and Russo are displayed in the following table:

Characteristics of the Quality of Life

	Characteristic	Frequency chosen
e:	Pride, self-esteem, self-confidence self-knowledge	3
s:	Security, peace of mind	1
a:	Sense of achievement, accomplishment, success	2

f:	Variety, opportunity, freedom	4
g:	Receiving and giving of love and affection	2
c:	Challenge, intellectual stimulation, growth	3
h:	Comfort, congenial surroundings, good health	2
u:	Understanding, helping, and accepting others	1
n:	Being needed by others, having friends	1
l:	Leisure, humor, relaxation	3
r:	Respect of others, social acceptance, prestige	0
d:	Sense of dominance, leadership, agression	0
i:	Sense of involvement and participation in society	3

A two-year research project was funded by the Department of Housing and Urban Development through the National League of Cities to measure the quality of life in selected American cities: Albuquerque, Atlanta, Denver, Kansas City (Missouri and Kansas), Nashville and San Diego. The project, which was initiated in the summer of 1970 and completed in the spring of 1972, was the first attempt to develop selected measures of urban trends and conditions. The areas measured included six social domains: income and employment, health, education, public safety, housing and air pollution. A limited number of quality-of-life indicators were selected within each domain. Future investigations by this study into quality of life will include measures relating to leisure and recreation, political participation, transportation, social mobility and other factors.

And finally, findings from the Gallup International Research Institutes, in a poll taken in 1977, give us a glimpse of public opinion as it regards quality of life factors.

NATIONAL PROBLEMS

"In your opinion, what is the most important problem facing your country today?"

High cost of living--food	63%
Unemployment	15%
No satisfaction in Government	19%
Crime	7%
Food shortage	2%
Energy crisis	4%
Racism	2%

WORRIES AND FEARS

"What are your fears and worries for the future?"

Personal	
Health	23%
Loneliness	3%
Family Economics	
Inadequate living standard	20%
Unemployment	13%
Family	
Health problems	10%
Children--inadequate opportunity	6%
General	
Economic instability	21%
War	8%

FAMILY PROBLEMS

"What is the most important family problem facing your family at this time?"

Finances	40%
Illness	13%
Children	8%
Housing	2%
Unemployment	8%
Social problems	4%
In-law problems	1%
Shortages	2%
No problem	23%

RELIGIOUS BELIEFS

"Do you believe in God?"

Yes	94%
No	3%
Don't know	3%

"How important to you are your religious beliefs?"

Very important	56%
Fairly important	30%
Not too important	8%
Not important	5%
Don't know	1%

HOPES AND ASPIRATIONS

"When you think about what really matters in your own life, what are your wishes--and hopes?"

Family Economics	
Improve standard of living	21%
Have one's own home or a better home	7%
Have wealth	9%
Have modern conveniences	2%
Have own business	1%
Have own land	1%
Personal	
Health	25%
Recreation, travel, leisure	5%
Self improvement	3%
Emotional stability and maturity	4%
Job	
Congenial work	9%
Employment	4%
Success	3%
Family	
Happy life	15%
Children	11%
Health of family	10%
General	
Economic stability	7%
Maintain status quo	4%

WOMEN'S ROLE

In jobs--"Do you feel that women in your country have equal job opportunities with men?"

Yes	48%
No	48%
Don't know	4%

In education--"Do you feel that women in your country have equal opportunity with men?"

Yes	88%
No	8%
Don't know	4%

PERSONAL HAPPINESS

"Generally, how happy would you say you are?"

Very happy	40%
Fairly happy	50%
Not too happy	9%

SPENDING PLANS

"Suppose you had more money, say double what you have now, what would you do with the money?"

Save money	33%
Buy essentials	21%
Buy, repair house	18%
Invest in business, farm	19%
Travel	15%
Buy nonessentials	13%
Donate	10%
Pay bills	13%
Help other family members	5%
Move to better home	3%
Nothing	1%
Other	14%
Don't know	2%

IS LIFE IMPROVING?

"Generally speaking, do you think that living conditions for people like yourself in this country are better or worse than they were five years ago?"

Better	33%
Worse	49%
Same	14%

In summary, three major areas of public welfare--economics, social concerns and environmental conditions--are the ones to which indicators are being either currently applied or developed. The quality of life concept cuts across all three areas. The key to measuring and planning for quality of life improvement in our own community is for decision makers to be aware of the unique values of all categorical groups within

the community, including:

Geographical Groups--urban, rural, suburban and so on.

Economic Groups--affluent, poverty, middle-class and so on.

Cultural Groups--sophisticated, intellectual, not sophisticated and so on.

Education--lots of formal education, no formal education, lots of practical knowledge and so on.

Age--infants, toddlers, pre-school, school age, adolescent, young adults, middle-aged, elderly and so on.

Special Interest Groups--music fans, arts and crafts groups, sports groups, executive and professional groups and so on.

Religious Groups-- Roman Catholic, Greek Orthodox, Jewish, Protestant (there are over 250 branches of Protestant groups), and so on including the wide variety of oriental and other sects now found throughout the country.

Ethnic Groups--Italian, Scandinavian, Russian, Irish, Polish and so on.

Races--Black, Asian, Indian, Eskimo, Puerto Rican, Spanish, Oriental, Chicano and so on as well as the less obvious minority races.

SECTION IV:

What Is A Responsive Community?

WHAT IS A RESPONSIVE COMMUNITY?

Research tells us that human beings are social creatures. We have an inherent need to feel we belong; a need to belong to something larger than ourselves. If we feel we belong to nothing, we are miserable and incomplete. Because of this need, people can often be moved by loyalties they were not aware they possessed. For example, parent groups may rally to save a school from closure or neighbors may work together to clean up a local playground. When the common good is threatened, people will work and sacrifice to a much greater extent than when mere personal order is threatened. This behavior tells us that when we sacrifice for the group, it is 'our' group for which we are making those sacrifices. When people are led to believe that the larger social group is 'theirs,' they define themselves in terms of that group and see the group as 'needing' them. Using this reasoning, then, if we want citizens to care about their community, to become loyal, productive and satisfied, they must be given opportunities to participate in community affairs. They must be given chances to contribute to the community in a personal way, such as visiting the elderly, helping the local needy, working with handicapped persons, or guiding youngsters. Doing so limits segregation and the elderly, needy, handicapped, and young become a part of one's group. To attack, vandalize or demean the elderly is unthinkable for those who live with or regularly help older people. When we perceive something as 'ours,' we are proud when it succeeds, discouraged when it fails and loyal when it is threatened.

As social creatures, we are in need of being limited and molded by the rules, mores and traditions of our society--our 'group.' We demonstrate antisocial behaviors when we are rejected. Following this reasoning further, we can see mindless violence as an act of rage against group exclusion--a revenge against those who do not accept us into the group and treat us as a member. Being social creatures means we are subjected to the principles and rules of the group and must be held responsible for maintaining group pride and dignity.

In sum, to improve any community climate means getting people involved--helping them to feel a part of our group. To successfully achieve this goal, we need to know something about citizen participation.

The concept of citizen participation, like the concept of quality of life, is a confusing one. Once again, there is little agreement about the terminology and the exact meanings of the concept. Many of the efforts over the last decade to increase citizen participation in education, transportation, housing, mental health and other civic issues have been ineffective and disappointing. Mistakes have been made. <u>However, for the purposes of this paper we will use the term 'citizen participation' to mean involvement and contribution to any community activity by persons within that community</u>. By using this definition, we can find many success stories around the country which illustrate the effectiveness of carefully planned citizen participation programs. The evidence is clear. Participatory activities can result in important and positive changes. And the changes include increased civic competence and positive attitudes. At this point, it is vital for us to think of the concept of citizen participation in new ways, capitalizing on what has proven successful

elsewhere and planning for innovative approaches that will ultimately lead to a positive community climate. In doing so, however, it is imperative that we face, up front, the political ramifications which will be closely interwoven with the technical dimensions of the project. Sound technical planning will effectively match our purposes, our goals, our methods and problems. In the same way, sound political planning will effectively match these same purposes, goals, methods and problems with the realities of the community. The most critical part of any planning strategy for citizen participation is the initial decision, "who should participate?" The answer to this question must recognize the diversity of individuals and groups involved. These people can include parents, neighborhood residents, community agencies, business people, taxpayers, voters and any other community individual. At this point, the questions should determine if those involved are taking part as individuals or collectively through their groups and organizations. The question must also take demographic characteristics into account. The age, sex, race, socioeconomic status of parties involved must be considered. Studies have shown that many citizen participation groups have disproportionately large numbers of well-educated, middle-class participants. The same studies also show that "middle-class citizen organizations have more access to decision makers and more influence on policies than organizations primarily composed of lower or working-class people."* The analysis will be a complex one. We must carefully consider the parties of interest, who should be participating, and, ultimately, who actually participated.

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*Gittell, Marily et al. Citizen Organizations: Citizens Participation in Educational Decisionmaking. Boston: Institute for Responsive Education, 1979.

After decisions have been made regarding who will be involved, the individuals must be motivated and committed to take part. Many citizen participation programs take four primary forms--councils, special task forces, independent community groups, and independent neighborhood groups.

1) Councils

In the broadest sense, councils become the framework for a network of neighborhood and community-wide groups. The advantage of these groups is their ability to provide opportunities for mediation between neighborhood and community concerns. Councils should be instituted as permanent structures with a broad focus. The scope and depth of any council should allow for involvement in all areas of building a positive community climate. They must be structured to represent all segments of the community. Roles and functions of council members should be predetermined and their authority generally advisory in nature. Initially, councils have two main responsibilities. First, they must be clear about their mandate. Secondly, they must reach out effectively and inform others about their role and responsibilities. When information is lacking, confusion results--both for council members and for citizens. Lack of information results in alienating council members from the citizens they hope to serve. The single most important step in formulating a council is informational. Every possible technique should be employed to get information to the community. Communication may, at first, be written. However, few written communications are effective--most tend to be wordy and overwhelming. More important is providing the opportunity for citizens to ask questions about the information they receive. Large and small group meetings should be held throughout the community. Citizens need many chances for asking questions and understanding purposes and

goals and developing commitment to the council. Whenever possible, however, capitalize on the free services of the mass media.

Initially, information should focus on:

Why a council is necessary--the council's mandate

Who will be participating in council activities--
how will they be selected, elected or appointed

What resources will be used and how they will
be provided

How often the council will meet and where

2) Special Task Forces

In the narrower sense, special task forces are set up to study particular problems within the community, for example, providing more leisure time opportunities with appropriate recreational facilities. If the problem is complex, several sub-committees can be set up to study individual aspects of the problem. For example, financial resources or limitations of facilities. These committees can be especially effective if made up of community professionals. They often acquire knowledge equal to that of community leaders and often prove to be quite independent. A limitation, however, of the small committee assigned to work on certain aspects of a particular problem is the difficulty in understanding the problem in its entirety--looking at the total picture.

3) Independent Community Groups

These groups consist of self-initiated community-wide groups such as League of Women Voters, recreational groups, organizations representing racial, ethnic and religious groups, and social service organizations.

These groups have the advantage of independence from community professionals and the disadvantage of having to obtain information from the same professionals. Although independent groups could represent the entire community, they generally reflect the opinions of those segments of the community with sufficient time and interest to pursue community-wide issues. After they achieve internal consensus, independent groups present their recommendations to the larger community councils. The broad focus and long-term nature of these groups give them the potential of making a strong impact on community issues.

4) Independent Neighborhood Groups

Neighborhood groups often rally to support or oppose local issues. These groups are usually self-initiated and single-issue organizations. Generally, these groups meet their goals but are often unable to move beyond their limited focus to make significant change. However, neighborhood groups can adopt a broader perspective and a long-range planning approach so they can deal as effectively as possible with community problems and concerns.

The authority to become involved does not come from local community officials. The authority comes from the belief that councils, task forces and other groups belong to the citizens of a community. It is an individual's right to be effectively involved in decisions and policies that will affect his or her quality of life and well-being.

One of the biggest problems with community development organizations is that members regard change in only the abstract form; change is not related to people. Many of these community groups talk at length about unemployment problems, school discipline problems, high crime rates and

problems as though they were separate subjects apart from the very citizens whose attitudes, values and behavior directly affect the solutions to those problems. Solving any community problem means changing people's attitudes, values and behavior in some way. Hence, it is not effective for community action groups to merely agree as to what the community needs are and to subsequently design programs to meet those needs. More important are the people related to the problem and the solution--the individuals whose norms must be changed before a real solution can be found. The process must include personal involvement in the project by those individuals. Many individuals can be most effectively reached through their neighborhoods. Therefore, a wide variety of neighborhood organizations is most desirable for improving community climate and effecting change. With the institution of neighborhood groups, an overall community program can then be built, consolidating the needs of the neighborhood groups.

The research suggests some viable principles which serve to help neighborhood organizations bring about operative change by capitalizing on the need to conform. Some of these principles are particularly important and should be used as guidelines in the organization and operation of all voluntary neighborhood groups.

1. The group will pressure for change most strongly if they discover for themselves the need to change. This does not eliminate the need for professionals. But professionals will be more effective if they have learned to work with group leaders beforehand and take a secondary role during community meetings. Professionals should have faith in community leaders to understand more precisely the needs and resources of the community.

2. Individuals working for change must be viewed as full members of the group. This means that paid professionals, even those that live and work within the community, are set apart and are not viewed in the same light as other group members. Paid professionals such as community agency workers, directors or employees can serve important advisory roles. But the individuals most capable of effective change are the members who do not have those positions.

3. The group must be seen as attractive to the members to have any influence on them. Most middle-class individuals join groups because of common interests. This bond is strong enough to satisfy middle-class psychological needs. However, those from backgrounds of economic poverty tend to be attracted to groups because of family or peer influence. In other words, because of psychological needs. And, as the research suggests, for groups to be most effective in making change, the psychological needs of all members must be met in addition to the interests.

4. Groups that attract members because of interest fall into four distinct types. First, members may be attracted to a group because the group can accomplish what the individual cannot on his or her own. These groups include those that offer physical, mental or spiritual wellbeing or those that seek social, political or economic change. Because there are so many groups in any one community to satisfy those interests, members can easily switch around and still achieve their goals. The holding power of these groups is slight, as is the commitment of the members. Second, members may be attracted to a group because of the activities offered. These groups include formal and informal types of activities and involve such things as swimming, dancing, gardening,

discussion and many others. In these groups, it is the activities that are of primary importance. If the members do not enjoy the company of other members, they can easily drop out or find a more congenial group. For the most part, an individual's participation in these groups is relatively unimportant to his or her life. Third, members may be attracted to a group because the group offers a way to achieve a specific goal. For example, many professionals join groups because of their access to other influential members or because of the label of belonging to the right group. Status is important here, and individuals may change groups from time to time in order to maintain prestigious memberships. And fourth, members may be attracted to a group because the group provides security. The dangers may be real or imagined, but many people are fearful of rapid societal change. They will maintain membership in such groups as long as the group satisfies the need for that security.

5. Groups that attract members because of psychological needs are more enduring and most important to improving community climate. Indeed, the psychological aspect may be the chief force which holds the group together. Even groups that initially formed because of common interests may continue to stay together because the psychological needs of the members continue to be met. In many cases, the satisfaction of psychological needs becomes far more important than the need to satisfy interests. Individuals can satisfy basic needs for interpersonal relationships by belonging to groups. Such groups are vitally important to the success of a community as they offer psychological rewards for individuals in addition to cohesiveness for the community. Groups that satisfy psychological needs can do so in three distinct ways. First, groups can satisfy the need for fellowship. Wealth and community status

must be unimportant. Laborer and professional must be given opportunities to work and recreate side by side. In many organizations of this type, recreational activities provide this sense of fellowship, especially if the activities are non-competitive and fun. Second, groups can satisfy the need for security. Groups must emphasize belonging. Opinions of all members must be equally important and once a group decision is made, the members must be able to support that decision. Third, groups can satisfy the need for self-expression. This occurs when an individual's capabilities are recognized and used to further the group's goals. Many groups fail to satisfy this need. Generally, leadership roles are monopolized by a few--those who least need additional recognition are often the first to get it. Any community organization must include a wide variety of diverse activities so each individual may participate and contribute in his or her own unique way. One good way to achieve this is to add social or recreational activities to the community program. Doing so offers many opportunities for interaction by group members as well as providing for group fellowship.

When community groups offer ways for individuals to meet their psychological needs of fellowship, security and self-expression, there is less need to satisfy those needs in unacceptable ways. For example, the research shows that when a young person is involved in a delinquency case, it is often the result of the family or peer group not accepting that individual and not satisfying the psychological needs. As a consequence, the young person turns to acts of violence, vandalism or other forms of destruction in retaliation for the community's failure to accept him or her. The same can be true for persons from poverty situations or minority racial backgrounds. They may seek to satisfy

their psychological needs through acts of aggression when other outlets are not provided or available. Many community problems of this nature are drastically reduced when families, neighborhood groups and other community organizations work together to satisfy the psychological needs.

In summary, voluntary organizations within a community can be most successful in providing for the psychological needs of its members and therefore, improving community climate by doing the following:

Making sure all members know each other. Name tags or other identifiers, though cliche', are most important. All members should have opportunities for social interaction, through dinners, potlucks, singing groups, happy hours and other events. Members need to discover what they have in common, not what sets them apart.

Making sure all members are allowed to participate in the decision-making process. The small group is one effective approach. Though this can be slow and time-consuming, it's necessary to assure full member support of group decisions.

Making sure all members are provided ways in which they can achieve recognition and a sense of worth within the group. Varying the activities and events is one way to tap into individual strengths and interests. It must be remembered here that many people from subordinate cultures will often feel uncomfortable in group activities where their speech, clothes or manners, for example, set them apart. To reach these individuals and to satisfy their psychological needs, every effort must be made to make them feel at home and comfortable within the group. Seek their opinions, use their skills and reward and acknowledge their efforts to gain their support for group goals and to effect change.

SECTION V:

What Are Some National Attempts to Improve Quality of Life and Positive Community Climates?

WHAT ARE SOME NATIONAL ATTEMPTS TO IMPROVE QUALITY OF LIFE AND POSITIVE COMMUNITY CLIMATES?

The research produced a variety of methods being undertaken to improve the quality of life for citizens through positive community climate approaches. Six general suggestions for creating a more positive community climate seemed appropriate and feasible to review first.

1. Reawakening the Community

At the heart of this suggestion is the admonition to Take Action. The community must know change is underway--that a plan has been adopted and put into action. Citizens must become motivated to work toward the common goal of a positive community climate. Motivation is critical here. It has been discovered that people will most certainly work for money, but they will work harder for a leader or for personal satisfaction. However, people will work hardest for something in which they can believe. Motivating citizens means helping them believe in a job, a purpose and a goal. One community reawakened its citizens through a widespread campaign program using slogans, designs and artwork submitted in local contests. Pictures of people within the community doing interesting things were publicly displayed. Awards and prizes were given and there was extensive involvement of the media. Among the various media available are newspapers, newsletters published by different community organizations, church bulletins, school publications, radio and T.V., community bulletin boards, posters, direct mailings and word-of-mouth.

2. Capitalizing on the 'History' of the Community

Sharing and publicizing experiences of community groups, agencies and citizens can boost community morale and provide a sense of camaraderie and friendliness. One community helped accomplish this by distributing T-shirts with catchy slogans to various neighborhood organizations. Another organized a large fair and involved a variety of groups and organizations to distribute information, foods, arts and crafts and other aspects relative to their unique histories.

3. Building Trust Within the Community

Community members must have opportunities for sharing and solving problems. They must be able to feel a part of the whole. To reach this end, opportunities need to be available wherein citizens can learn goal setting behaviors, problem solving techniques, ways to enhance personal growth and self-awareness.

4. Opening Lines of Communication Within the Community

The emphasis here must rest with the quality of communication, not with the quantity. There must be avenues for shared decision making. Ad campaigns must be carefully planned and intelligently delivered, with input from as many community leaders/groups/organizations as possible. One community established a monthly breakfast for all agency heads--the purpose was to provide a means for common problem solving and sharing of ideas. A special outcome was the greater ease and effectiveness in the delivery of services.

5. Establishing Cohesion Within the Community

Vital to the succes of improving a community climate is finding ways for citizens to meet, work and interact with each other. Citizens must

be encouraged and rewarded for speaking out about common problems; appropriate outlets must be provided for citizens to voice their concerns. Some communities have found success in establishing cohesion by holding monthly or bimonthly "town hall" meetings in which all citizens are invited and encouraged to participate.

6. Developing a Sense of Community "Pride"

Integral to any climate improvement plan is the involvement of citizens to the extent they feel important to the success of that plan. Citizens must be made to feel "a part of the action." Establishing procedures for rewarding and commending individual efforts is vital. Many communities use local newspapers and other printed materials for distributing community news and views.

The six general areas for improving community climate offer a wide variety of applications to those communities wishing to take action. Five specific community programs illustrate how the principles can be put into practice. The five programs found in the research are:

Los Angeles, California
Jacksonville, Florida
Flint, Michigan
Arlington, Virginia
Lincoln County, Oregon

The LA Story

In June of 1967, the City Council of Los Angeles passed an ordinance which resulted in the creation of a Community Analysis Bureau (CAB).* The function of this agency was to prepare a comprehensive analysis of the entire city including the physical, economic and social forces which were leading to the city's decay and extinction. The Bureau was to also develop, in conjunction with the federal government, a program which would

*From Systematic Measurement of the Quality of Life, Prerequisite to Management, Robert E. Joyce, Director, Community Analysis Bureau, City of Los Angeles, California, 1970.

correct current obsolescence problems and prevent further deterioration.

CAB used existing data sources and files to thoroughly analyze and describe the state of the city in a complete and comprehensive manner. Five reports were completed and published which documented the management process of the city. The five reports, listed in order of publication, are:

The Catalog of Information Services of the City (in 3 volumes)
The State of the City
A Strategy for City Survival
Programs for City Survival
Monitoring and Evaluation of City Survival Programs

The CAB functioned primarily as a large systems development project and used many of the techniques employed by the military and space programs. Eleven major steps comprised the work plan. These steps are being currently applied in Los Angeles to evaluate and plan for solutions to urban problems:

Step 1 - Development of Community Analysis Systems Specifications

A study design was formulated in 1968 to establish the scope and requirements of the program which would meet the following objectives:

> "The development of an integrated program for conducting continuing comprehensive analysis of the entire city and the establishment of priorities of city-wide action programs to correct existing deterioration and to prevent further inroads of a physical, economic and social nature that contribute to such urban decay."

The city analysis is to be used in the following ways:

Determination, measurement, examination and analysis of city problems.

Determination of the impact of ongoing community improvement programs on the urban environment.

Recommendations of alternative community improvement action programs.

Continual monitoring and evaluation of action programs.

Determination of legislative changes required to prevent urban decay.

Step 2 - Data Base and Software Development

Before an analysis of existing conditions could begin, it was necessary to collect large amounts of data. To help retrieve and process data, the Los Angeles Urban Information System was created. The emphasis of the system was to relate urban blight symptoms to the characteristics of the city and its people, by manipulating existing data and available computer software.

Step 3 - Planning and Management Philosophy Development

Concurrent with the development of the Information System was the task of developing an overall planning and management process. This task has two major thrusts: 1) development of a management system for the project, and 2) selection of subject areas to be treated. For the second strand, CAB chose the subject areas previously developed by the federal government as they were found to be comprehensive in coverage and people-oriented. The main subject areas adapted from the federal listing were:

Personal Safety
Health
Education
Home/Community Environment
Economic Satisfaction
Recreation
Accessibility

Step 4 - Initiation of Work Program

At this point, it was necessary to develop a more definite organizational plan for the Community Analysis Project team. Assignments were made to carry out major task elements and technical service contracts provided training and support in those areas beyond the city's personnel capabilities.

Step 5 - Development and the Scientific Urban Matrix (SUM)

SUM was developed as a computer-based technique for the purpose of describing and evaluating urban blight and its impact on the 65 community areas within Los Angeles. The technique involves dividing the social indicators of education, public safety and so on into their various elements; for example, physical, social and political. Currently, SUM is capable of analyzing 40 measures or social indicators. This computer-driven analysis draws from 29 files and approximately 81 million machine-readable records. The system, therefore, can address the relationship between the indicator as well as closely examine the major deficiencies within any one category. An example of this would be the impact of improving quality of education on income production, public safety and housing. Using SUM, the project is able to measure each of the 65 communities in Los Angeles, evaluate their specific problem areas and rank them against city-wide norms.

The table on the following page shows the set of measures used to describe the quality of life for SUM.

Step 6 - Development and Implementation of Project Management System

The system includes the following:

A management information center for community analysis

A clear statement of purpose

A clear statement of project tasks and their relationship to the whole

Organization structures for each participant

Assignments of program responsibility to participants

Definition of required documentation

Development of program milestones and master schedules

Manifestations or Aspects	Measures of the Quality of Life in the Area							
	Accessibility	Law Enforcement	Fire Protection	Health Care	Recreation	Education	Housing and Neighborhood	Income Production
Attitudinal	Modal Preference of Transportation	Juvenile Probations per pop. 20-21	Malicious False Alarms	Inoculable Diseases (under 13)	Vandalism $ per Park Acre	High School Dropout Rates	Elementary School Enrollment	% White Collar Employment
Societal	Traffic Arrests/ Total Street Miles	Juvenile Dependencies per pop. age 20-21	Arsons per 100 pop.	Suicides per 100,000 pop.	% pop. for Different Age Groups	Largest Ethnic percentage. % Non-white Enrollment	Elementary School Transciency Rates	% Household with Wives Working
Political	Deficient Select System/Total Select System Streets	Total Arrests per 100 pop.	Fire Engine Companies per 1,000 pop.	% Public Hospital Care	5-yr. Proposed Cap. Improv. Program for Parks and Recreation	Voter Participation Rates	Non-residential Uses on Residential Parcels	% Children 4-5 Yrs. of Age on Welfare
Economic	% By-Passed Employment Due to Lack of Transportation	Losses Due to Burglary and Robbery	No. of Fires Greater than $1,000 Loss	Deaths in 25-44 Age Group	Private Recreation Investment per 100 pop.	% of People 25+ Years Completed College	Median Inputed Rent per Median Income	Unemployment Rate
Physical	Median Work Trip Time by Private Transportation	Part I Felonies per 100 pop.	Structural Fires per 100 Structures	Infant Mortality Rate	No. of Types of Facilities	Median 6th Grade Reading Achievement	% Sound Housing. % Lacking Facilities	No. Householders under $1,000 per Capita Income

Figure 8 Expanded Set of Measures of Quality of Life

Resource management displays

Continual monitoring, control and necessary executive redirection of work effort

Step 7 - Assessment of Urban Threats and Requirements

The SUM system is used to determine and verify threats to urban survival in terms of the 40 quality of life measures. Project results are documented yearly in two volumes: I, "The State of the City" and II, "The Strategy for Urban Survival." The documents serve to validate the "as is" conditions of the community areas as well as provide possible solutions to the problems.

Step 8 - Survey of Ongoing Programs and Fiscal Base for Renewal from All Sources

All programs within the city and elsewhere which may have local relevance are investigated--the results of these analyses afford a basis for determining new programming needs.

Step 9 - Identification of Integrated Programming Requirements

A programming package, Volume III, "Programs for City Survival," is the result of the findings from the previous steps. The document describes the action programs assigned to correct deficient urban conditions and develops new concepts to address gaps in renewal efforts.

Step 10 - Production of State of the City Document Series - Submission of Budget Recommendations

This task involves the production portion of program documents. The three previously described are produced and disseminated, in addition to the plan for next year's work. Volume IV, "Monitoring and Evaluation of City Survival Programs," evaluates the effectiveness of remedial action programs currently in place, thereby helping the city to more effectively

distribute scarce resources. Volume IV, including Volume III, "Programs for City Survival," are submitted for inclusion in the city's budget.

Step 11 - Initiation of Project Evaluation Feedback/Initiation of Next Year's Work Program

At this point, the program is coordinated with city departments, executive and legislative branches. County, state and federal agency coordination is also implemented to focus those groups on established priorities. Projects are evaluated on the basis of techniques described in Volume IV, "Monitoring and Evaluation of City Survival Programs." The Project Management System becomes the framework to guide community analysis activities and establish criteria for the next year's work program.

> The Los Angeles project is perhaps the first in the country to evaluate and plan for a comprehensive solution to urban problems through the use of quality of life indicators. The methodology described briefly in the eleven systematic steps holds promise for other communities wishing to improve their climates. Robert Joyce, director of the program, feels that technically, everything being done in Los Angeles can be transferred to another community. However, he cautions that the political and social situation of any community must be carefully assessed and made an integral part of the program being implemented. Joyce says, "To install any system requires a guiding hand which must be included in the plan for the transfer."

Taking Action in Jacksonville

Sometimes a community is motivated to change only after a crisis has occurred. This is generally the result of community leaders not being affected by deteriorating conditions within a city--they do not usually live and work in areas of poverty and crime. In these cases, community leaders react only after incidents of extreme violence or disaster. One example of this is Jacksonville, Florida.

The City of Jacksonville was spurred toward changing their community climate only after crime had become rampant and the corruption of office holders was endemic. In addition, educational achievement had dramatically declined. By 1964, 15 city high schools had lost their accreditation. The business leaders of the community, united with one politician who had a 'clean' reputation, led the revolt for positive change. They selected a group of their peers and drafted a declaration. This manifesto essentially asked the local delegation to the Florida legislature for an act which would allow county citizens to vote on a new government structure which would incorporate all governmental units in the county into one. The new structure would result in a single, simply organized government for the whole county as opposed to the sprawling, corrupt political units which were currently in command. A mayor with appointed administrative officers and a city council selected by the people would form the basis for this new structure. The manifesto also called for an even spread of the tax burden over the entire metropolitan area, suburbs and center city.

At this point, the group began involving the citizens to help them effect change. Scores of hearings were initiated and task forces and subcommittees were formed representing existing volunteer organizations. The public was motivated to believe that conditions could be different if they chose to make them so.

The process was a hard one and many individual values emerged. Choices had to be made. For example, there was the opposition of established politicians and office holders to overcome. Blacks had to choose between weakening their voting power currently held in the central city

and their desire for better schools, jobs and public services. Middle-class suburbanites had to choose between maintaining their isolated, comfortable communities with requisite public services and their shared responsibilities for wide-spread, egregious problems worsened by a bankrupt central city.

It took three years and a hard battle to finally win, in 1967, by a vote of almost two to one, approval for the consolidation proposal. The victory was unique--Jacksonville was the first American community to succeed in changing its government so drastically and on the first try.

The merger produced many positive results. The tax structure was modernized and the city was actually able to reduce taxes. Indeed, there was a four million dollar surplus at the end of its fiscal year. Air and waterways were cleaned up. Schools regained their accreditation. Fire department services improved to such an extent that insurance rates fell. Ten new health centers were built, and mobile clinics were provided for outlying areas. 16,500 street lights were installed and streets were repaved, especially in the poorer sections of town. New parks, swimming pools and recreation centers were built. Police forces were able to consolidate and upgrade their personnel. And most important, logically consistent plans for the future of the whole metropolitan area were developed and subsequently implemented. The city had once again become attractive to new business and industry.

The change in climate for the city of Jacksonville necessitated a change in values on the part of all citizens. The change could have gone in the other direction. The leaders could have brought in outside experts to develop the plan for a consolidated government. In such a case, the

referendum was likely to have been defeated. But the leaders, understanding the importance of citizen participation, provided many opportunities for citizens from all over the metropolitan area to voice their concern and tell each other what they wanted in a local government.

> The key to success for Jacksonville was the involvement of citizens from all levels of society and from all political and organizational units. For major changes are eventually decided at the polls--and in this regard, the least affluent citizen carries as much weight as any other.

Measuring Satisfaction in Flint

Operating under the premise that policy makers need good information about problems confronting urban dwellers, the severity of those problems and the neighborhoods in which the problems are most acute, one group of policy makers instituted "The Flint Process." This information system of 1978 stands out as an exemplary model in that it reports citizen behavior, beliefs, concerns, needs and desires for each of 37 neighborhoods in the city of Flint and five major population centers surrounding the city. 7,000 randomly selected adults were interviewed in-depth. The basic underlying assumption of the Flint process was that quality of life is best described as the degree of human satisfaction people derive from living in the community environment; that satisfaction is not completely dependent on material things. Indeed, it was found that many poorer neighborhoods reported high satisfaction with their communities.

The Flint study measured citizen satisfaction with 57 social indicators of neighborhood life such as garbage collection, neighbors, job and cost of living. The satisfaction score for each citizen was measured on a

1-6 scale, 1 being strongly dissatisfied and 6 being strongly satisfied. Greatest dissatisfaction was found in the areas relating to crime: security against home break-ins, safety in public places, and overall crime prevention efforts. Other areas of dissatisfaction included property taxes, cost of living and job opportunities. High satisfaction was found in areas relating to family life, friends, church, hospitals, libraries and college.

The Flint study was interested in the motivation of its' citizens to get involved; to help solve community problems. Eight out of 10 people said there was a "moderate to high chance of their involvement" in neighborhood problem solving if they thought they could be of help. Twenty-five percent said they had already participated in neighborhood improvement projects during the past two years. Those with the greatest desire to help with neighborhood problems were Blacks and people with higher family incomes.

Other information the study revealed included citizens' interest in moving to other communities, the alienation people feel from a system designed to serve them, what people do and where they go within their neighborhoods and communities, and the use of recreational, educational and cultural institutions.

In addition, the survey results gave city planners useful information regarding citizen's organizational and club affiliations, church attendance, how confident they were in local governments, and how much support they would give to various tax-supported institutions.

Overall, it was found that there was very high and significant routine

correlation between satisfaction with quality of life in the Flint area and the following measures:

Optimism about the future in the Flint area
Satisfaction with the quality of neighborhood life
Satisfaction with the physical appearance of the Flint area
Satisfaction with climate
Satisfaction with race relations
Satisfaction with government and community service
Satisfaction with the number of friends in the area
Satisfaction with home
Satisfaction with family, friends, church

Measures which related to overall quality of life in specific neighborhoods revealed the following indices to be positively and significantly correlated:

Satisfaction with safety services (police)
Satisfaction with home
Satisfaction with the appearance of the Flint area
Satisfaction with security against break-ins
Satisfaction with neighbors
Strength of desire to help the neighborhood
Satisfaction with family, friends, church

> The "Flint Process" will be used to build a knowledge base against which efforts to improve the quality of urban life can be measured. It is anticipated that data gathered in the years to come will be compared with the 1978 data, thereby revealing what has been done to improve the climate in the Flint area and what still remains to be done.

Citizens Speak Out in Arlington

One way to bring information to citizens is through a community forum. Thus, the community will be able to hear and test conflicting points of view before tackling its problems. One model for such a forum that has been successfully imitated in other communities is the Arlington Committee of 100 in Arlington, Virginia.

The impetus for the forum came after World War II when the community was faced with serious problems. Arlington is a northern Virginia county

that is part of the metropolitan Washington, D.C. area. People holding jobs in Washington, D.C. suddenly found Arlington the ideal place to live. The result of this sudden influx of outsiders was bitterness, unfriendliness, and disagreement in community affairs. The Committee of 100 was organized by a group of citizens to provide an open forum for discussion of all types on civic issues. The Committee decided it would never pass resolutions on public issues. Nor would it ever make recommendations to legislative bodies. However, committee members had been actively involved in the development of public policy in the area as individuals. As a result, many of the major changes in public policy over the past two decades have been first discussed in the open forum sessions.

The Committee encourages research and discussion on problems of all types facing the community--governmental, social, educational, economic, cultural and religious. Community goals are developed through the Committee's efforts, as important policy ideas are fully discussed while they are in the process of being formed. In this way, change is facilitated by softening its impact, and citizens are provided the information they need to keep open minds.

Committee members come from business and residential segments of the community, and are those persons who have demonstrated sincere interest in civic affairs in the past. The Committee meets at monthly dinners which are preceded by a social hour. The social portion of the meeting allows the members to understand other points of view more fully. The program topics are determined by the executive committee, who also decide how the information will be presented and how opposing points of view will be handled. Members of the audience are seated in small groups

of 6 or 8 around tables. At the completion of the formal presentations, the audience has an opportunity to voice their own concerns at the discussion which follows.

> Any community can adopt a civic forum much like Arlington's. The size and scope would have to be tailored to meet local needs. And the forum must be a voluntary undertaking by the leaders of various groups. But, with the creation of a community sounding board, there can be many useful opportunities for planning and effecting change.

Meeting Citizen Needs in Lincoln County

In 1974, the Lincoln County, Oregon, Interagency Group (see Table 2) initiated a special project called "A Community Focus," which would subsequently result in giving new dimensions to interagency cooperation and systems development. The project was initially funded through a federal grant, but was designed to become a self-managing system. The project continues today through allocation of local funds.

The problem as stated in the request for the planning grant revolved around the lack of effective agency coordination to provide adequate services to local citizens. Community agencies, at that time, seemed to work independently of each other. There was little coordination of activities for shared clients. Compounding the problem was the lack of opportunity for the sharing of information and problem solving among the agencies. Further, no efforts were being made to bring new programs to Lincoln County or to expand the existing ones.

The documented needs of the county defined as key problem areas were:

Clients often were put on "an interagency merry-go-round" because of inappropriate referrals.

Clients often dropped through cracks in agency service provision.

Caseworkers seldom found out what had happened to clients who were referred to other agencies.

Agency staff often did not know referral practices and capabilities of other agency caseworkers and management.

The main objectives, then, for the community focus project were:

1. Establish an interagency client referral system to:

   a. Prevent client fallout
   b. Display agency interaction
   c. Provide services in terms of identified client needs

2. Establish and maintain an interagency climate of cooperation

3. Develop client-focused planning processes/services in response to client needs

4. Develop and implement an interagency goal attainment accountability system

The purpose of Goals 1 and 3 was to bring about the creation and implementation of new systems that would improve client services through better and more effective referrals across agency boundaries and by developing techniques that would improve the overall planning for providing client services.

The purpose of the 4th goal was to provide a way to pull the systems together, thereby allowing the systems to assess their overall effectiveness in providing services to clients. Goal 2 was included to provide a framework of trust and cooperation among agency directors and caseworkers.

At this time, the project is under the direction of the Interagency Group of Lincoln County, an informal group that meets once a month. Through the cooperative efforts of agency directors and caseworkers, the results of the project over the years have been many. Highlights include:

Development of interagency referral system
Development of client focused planning process to meet client needs

Development of higher levels of interagency cooperation

Development of future plans for overall direction of human services in Lincoln County

Development of overall interagency accountability system

> Since the inception of the project, 26 agencies have worked together to meet the needs of the citizens of Lincoln County rather than each acting in an independent, isolated manner. Resources have been combined, thus reducing duplication. Most important, the monthly meetings serve to keep agencies in touch with each other. New staff have greater ease in meeting other agency personnel since managers are in one place at one time. The ultimate result has been greater stability and continuity within the agencies of Lincoln County.

Each of the five program models seeks to improve community climate and quality of life through diverse methods. However, commonalities exist--the six core principles are in effect and underscore each program:

1. The communities were reawakened to new ideas regarding necessary change in their environments. Each program used various methods to effectively reach the public to let them know about the state of their communities, their problems and possible solutions. This is logically evident in Jacksonville where citizens from all levels were first made aware of the severity of local problems and then were encouraged and rewarded to become involved. It was the citizens themselves who decided what they wanted and needed in a local government. By working togehter, they reached their goal.

2. Each of the programs used the unique flavor of the communities to boost morale and make citizens feel an important part of the development process. This is clearly demonstrated in Flint, where citizens were

individually asked about their own degree of satisfaction with neighborhood and community life. Since attitudes can vary greatly from neighborhood to neighborhood, the Flint study was careful to include all groups. Then, based on citizen responses, plans were drafted to work toward improving the overall climate.

3. Each program worked to build trust among the community members. Lincoln County is a good example here--the agencies were motivated to work together to better provide for client satisfaction and to boost staff morale. The monthly meetings allowed for all agency managers and line staff to come together in a social atmosphere to voice concerns, pool resources and provide a means for joint case planning. Since the meetings are regular and newsworthy, local citizens are encouraged to take part, leading toward additional community trust.

4. The princple of opening lines of communication was an important ingredient to the success of the five programs. The Los Angeles development program is an excellent example--the work of the Community Analysis Bureau is documented and published yearly in city-wide reports. These reports become vital information pieces in preparing the yearly budgets and serve to effectively apportion city resources. In addition, the program seeks out other efforts within the Los Angeles area and elsewhere which could have local impact.

5. Perhaps the most important princple that led to the success of the five programs was the establishment of cohesion within each community. This was accomplished through the numerous opportunities made available to all citizens to get involved--to meet, work and socialize with one another. In all five programs we can see that community members were

encouraged and rewarded to speak out and voice their concerns:

In Los Angeles, at action programs which worked to correct urban deficiencies and address gaps in renewal efforts

In Jacksonville, where scores of hearings were held with task forces and subcommittees representing a wide variety of volunteer organizations

In Flint, where citizens were asked what they believed to be important quality of life factors and what was necessary to improve community climate, and then were motivated to become involved in making those changes

In Arlington, where all citizens were invited to socialize and discuss civic issues with the community forum members

And in Lincoln County, where community people were made an important part of monthly agency meetings.

6. And, finally, each program understood that collective community pride serves an important role in the success of any plan. In Arlington, the community forum made all citizens feel "a part of the action." Each individual was given the opportunity to make an impact on civic issues and made to feel an important member of the community.

> In the end, the definitive results of the literature search on community climate and quality of life point toward the <u>involvement of people</u> as the key to success. In making decisions about future directions for any community development project, it is imperative that citizens become the main focus--community people must be given the opportunities to discover for themselves the nature and causes of community problems and how they can personally help correct and change those situations. Doing so assures success no matter which approach is chosen.